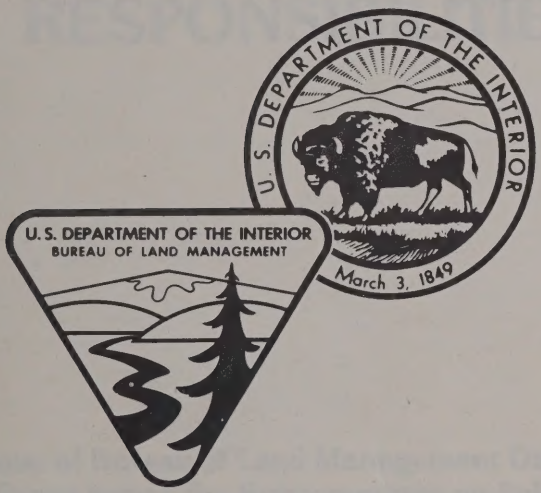
BLM LIBRARY
88077771

BLM
RESOURCE MANAGEMENT RESPONSIBILITIES



Frank Gregg
November 27, 1979

U. S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

HD
183
.L3
B567
1979

#12202925 ID:88077771
CALIFORNIA STATE OFFICE
CENTRAL LIBRARY COPY
HD
193
.L3
B567
1979

BLM RESOURCE MANAGEMENT RESPONSIBILITIES

Testimony of Bureau of Land Management Director Frank Gregg before the Subcommittee on Public Lands of the Committee on Interior and Insular Affairs, House of Representatives, in Washington, D.C., on November 27, 1979.

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

CALIFORNIA STATE OFFICE
CENTRAL LIBRARY COPY

BLM
RESOURCE MANAGEMENT
RESPONSIBILITIES

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

Resource Management Responsibilities

The Federal Land Policy and Management Act (FLPMA) instructs the Bureau of Land Management to use the principles of multiple use and sustained yield as guides, and to seek in specific situations that combination of uses which best serves the public interest. The Bureau is further instructed by FLPMA to inventory public land resources so that knowledge about them is available and to develop plans for the management of the resources of specific geographic areas with the full involvement of those who are interested and affected. Obviously, the Bureau is to make decisions within the framework of law provided by the Congress, and within the parameters of policy guidance provided by responsible officials of the Executive Branch.

The Bureau brings to these tasks a rich history of sustained effort to serve the public interest in public land management. As many members of this Committee know, my predecessors in the Bureau and the Grazing Service made substantial strides toward a balanced multiple-use program before the enactment of FLPMA. Beginning in the 1960's, the Bureau began the formal preparation and implementation of plans for the management of specific public land areas, with multiple use and public participation as principles.

By the time of the enactment of FLPMA the Bureau had a well-established and highly decentralized line organization operating at area, district, and state office levels throughout the West. The Bureau was routinely involved in applying dollars and people to the management of all natural resource values of the public land, ranging from such long established economic uses as livestock grazing and minerals development to the protection of areas of special beauty or vulnerability. By the time of enactment of FLPMA, for instance, a total of 55 areas had been placed under special protection similar to that provided for wilderness areas.

I don't wish to imply, of course, that the Bureau achieved its objective of multiple use management before FLPMA. The point I'm trying to make is that multiple use and sustained yield had been established as operating principles by the Bureau; and that management based of these principles had had the consent of the Congress in the form of oversight by the substantive committees of the Congress, and in the form of appropriations.

When I came to the Bureau in 1978, I found an agency which had firm philosophical commitments to multiple use of public land resources. There were some problems; I'll discuss some of them and the approaches we have taken to resolving them.

The Washington Office of the Bureau was not properly equipped in early 1978 either to support the field organization in the delivery of multiple use public land management service on the ground or to apply the Bureau's knowledge of public land resources and public land users in the formulation of policy by the Department, by the Administration, and by the Congress. I, therefore, sought and received from the Secretary authority to reorganize the Washington office. I did so by establishing three new Deputy Director positions immediately below the Director/Associate Director level, whose responsibilities cover substantially the entire gamut of Bureau operations.

The interplay of all resource uses is brought to bear under a Deputy Director for Resources, including the inevitable tension between renewable and non-renewable resources and between economic and non-economic uses. In effect, the Deputy Director for Resources is a "chief of operations"; it is his job to see that multiple use is a fact in field operations.

The Deputy for Policy, Program and Budget oversees all operations of the Bureau which address changing needs and demands on public land management, and which apply these perceptions to changes in policy and programs, and to budget development.

Under a Deputy Director for Services we have placed those Bureau divisions and offices which support the field organization, including financial management, personnel, contracting, law enforcement, data management and technical services such as engineering, cadastral survey, fire management.

The reorganization has been implemented by delegations of authority to the three deputies to relieve the Director/Associate Director of a historic pattern of involvement in the minutae of operations.

In effect, the Director/Associate Director and three deputies act as an executive committee for the Washington Office which is organizationally capable of considering the full range of resource uses and values and the full range of Bureau activities in the formulation of new policy and program directions and in providing both service and guidance to the field organizations.

There are two anomalies in the Washington Office reorganization which warrant your attention. The reorganization provides both for an Office of Special Projects and an Office of Coal Management which report to the Director. These offices reflect the urgent need for timely performance by the Bureau in exercising its responsibilities in energy facilities siting and in federal coal development.

As a general prospect, I found the field organization of the Bureau to be healthy. As I have noted, the Bureau is an hierarchical organization with field managers responsible for public land resources of a single state (with exceptions). The chain of command extends to a District Manager, who in turn supervises two or more Area Managers. The Area Manager is the on-the-ground individual most closely in touch with the resources and with those who use them.

The quality of professional staff in the field organization is high. The Bureau has had extraordinary success in recruiting trained resource specialists over the last decade or more. The principal gap is in the minerals-related professions,

and in particular in the energy minerals-related field, where competition for qualified professionals is particularly intense.

While a pattern of delegation of authority to the field has been firmly fixed over time, I did find one important exception.

As members of the Subcommittee know, the Department of the Interior effected several years ago an unusual centralization of authority for the issuance of environmental impact statements. In effect, all EIS's issued by all units of the Department were Secretarial documents and were reviewed prior to approval in Washington. This centralization had the effect of requiring substantial additional time for final issuance of EIS's. Just as important, it had the effect of weakening the accountability of field managers throughout the Department for the quality of environmental assessment. Secretary Andrus has reversed this policy. In a series of recent decisions the Secretary substantially redelegated EIS sign-off to the appropriate Assistant Secretary. Assistant Secretary Martin has in turn substantially redelegated EIS approval to the Bureaus under his jurisdiction, including BLM. And I in turn am in the process of delegating to State Directors.

This action by the Secretary illustrates his own commitment to the concepts which underlie the Washington Office reorganization of the Bureau: to provide clear policy guidance to the field; to delegate the widest range of decision authority to the field; and to firmly fix accountability on field managers.

In addition to strengthening the Washington Office and extending the pattern of delegation and accountability, I have taken steps to address another pervasive concern:

You will recall my earlier observation that the Bureau built elements of a multiple-use management system before the enactment of FLPMA through the initiatives of its extraordinarily dedicated staff.

This history of serving the public interest against difficult odds is a source of great pride to the Bureau. I have found, in fact, that the Bureau has difficulty in realizing the magnitude of the "victories" it has won during the past few years. Beginning with FLPMA in 1976, reinforced by the Coal Leasing amendments and the Public Rangelands Improvement Act in 1978, the Bureau has secured the clear legislative authority it has sought for decades. The exercise of this authority — which affects the lives of millions in the West most intimately — calls for restraint and understanding as well as firmness. In candor, I should tell you that it has taken some time for BLM, an organization which felt that it had to serve the public interest by its own wits and courage, to assume the mantle of genuine authority exercised with confidence and compassion.

In addition to this pervasive question of attitudes and relationships, the Bureau has developed over the decades patterns of administrative procedures and regulations which were designed to support public interest decisions in a "weak" position of authority. We are working to place our confidence in the authorities Congress has given us, and to simplify both internal and external procedures wherever possible.

Both of these questions have been addressed in the work of a "Service Study Group" which I constituted several months ago to review Bureau attitudes and operations, and to recommend specific steps to be taken to firmly establish that the authorities of the Bureau will be exercised in the context of public service.

The principles, drawn in part from the President's Environmental Message of 1979, which will guide the operations of the Bureau are summarized here:

- **Inventory:** First and foremost we want to understand the resources we are managing, both today and their potential for the future, through the conduct of detailed inventories of all of the resources of the public lands.
- **Planning:** Decisions on the use of public land resources will be based on comprehensive plans which assess the suitability and capability of the land to sustain various uses and analyze the social and economic as well as the environmental effects of alternative levels of use.
- **Consultation:** In developing these plans, the Bureau will seek consultation with each stakeholder throughout the process at the local, state, and national level — through its advisory boards, through individual contacts with affected individuals and organizations, and in some cases through special cooperative projects.
- **Delegation:** We will strive to ensure that the majority of resource use decisions are delegated to the local level in the fundamental belief that locally made and locally accountable decisions are, in the majority of cases, the best, most sensitive, and most expeditious way to manage the resources of the Public Lands.
- **Expeditious Decisions:** We will work to ensure that decisions on **both** critical issues and routine matters are made as expeditiously as possible and to clarify and streamline both regulations and procedures.
- **Public Service:** We will strive to foster the spirit of public service in everything we do by increasing public awareness of the services we can provide, training and rewarding employees for public service performance; and removing procedural and systemic constraints to efficient, flexible, and open decision-making.

There is no question in my mind that we are at a point of historic opportunity in public land management.

I do not see the current controversy over the jurisdiction and management of federal lands as standing in the way of steady and perhaps dramatic improvement in the quality and performance of the Federal Government as a land manager. Good management is impossible without the attention of those whose interests are affected. Controversy will, I am confident, focus attention on central questions such as these: How should these lands be managed? What roles should state and local governments play in making management decisions? How can national needs and perspectives be pursued in ways that respond to the unique interests of the West? How can the Bureau best serve the complex of interests in well-managed public lands?

I believe that the Congress has already indicated how these questions are going to be answered. The concept of multiple use is firmly fixed in the Federal Land Policy and Management Act. It has been reinforced in the Public Rangelands Improvement Act (PRIA). I'm absolutely certain the PRIA — which offers the prospect of orderly and cost-effective investments in restoring the western rangelands — would **never** have been enacted if the Federal Land Policy and Management Act had not passed first. Similarly, I doubt that the concerns of the West about the effects of accelerated public land energy development could be credibly allayed if the principles of multiple-use and public involvement in decisionmaking were not mandated by FLPMA.

In short, I'm persuaded that the public interest, including the interest of the West, is best served by multiple-use management of the public land resources through a decentralized management system based on clear Congressional/Administration policy guidance and with the active involvement of those affected. That is precisely the system that Congress called for in FLPMA and the implementation of that system is our responsibility and our intent.

With this perspective, I will now turn to discussion of major programs:

Inventory and Planning

Major effort has been devoted to resource inventory since the passage of FLPMA — in wilderness, in soil and vegetation data for rangeland management, in timber, cultural resources, wildlife habitat and several other programs.

To simplify the job, we helped initiate and are participating in an effort to establish common standards and definitions with the Forest Service, Soil Conservation Service, Fish and Wildlife Service, and Geological Survey, are applying remote sensing imagery in cooperation with NASA and others, and are working to establish reasonable and efficient quality standards. Accordingly, we are tailoring data collection to the issues and problems involved in each program.

Nearly 80 percent of the BLM land in the 11 western states is currently covered by management plans. An additional 94 plans or plan updates are underway in various stages of completion. New resources planning regulations, developed pursuant to Section 202 of FLPMA, became effective on September 6, 1979, following a two-year development process. The planning process established in the new regulations is the core of BLM's resource management decisionmaking process and cuts across all of the functional programs of the Bureau. The new regulations were closely coordinated with the Forest Service planning procedures in order to provide as many common features and terms as possible, and were developed with an extraordinary degree of public involvement.

- Notice of preproposed regulations was published for public discussion in the *Federal Register* on February 23, 1978, and public comment was accepted through June 1978;

- Proposed regulations, reflecting public comments, were published in the *Federal Register* on December 15, 1978, and received nearly four months of public review.
- Final rules were published in the *Federal Register* on August 7, 1979.

The new planning process provides for multi-year, interdisciplinary resource planning on all public lands, including those where the Federal interest is limited to subsurface resources.

The planning process incorporates extensive opportunities for public involvement from initial pre-planning issue identification through impact assessment of alternative plans. Moreover, the new regulations require that plans be coordinated with the planning activities of other federal agencies, state and local governments, and Indian tribes. Plans developed under the new regulations are to comply with state, local, and federal pollution control standards and are to be consistent with officially approved plans of other federal, state, and local government, and Indian tribes to the extent consistent with Federal law. The District Manager must document the rationale where they are not. Finally, the new regulations incorporate NEPA requirements so that a single planning/impact assessment process is followed resulting in a combined plan and EIS.

Implementation of the new regulations will be phased over the next four years to account for the different stages of plans already underway under the old procedures.

How will BLM implement the consistency provisions of the new planning regulations?

Our new planning regulations require that BLM plans be consistent with the officially approved plans of state and local governments, among others, insofar as that would also be consistent with Federal law and the purposes of FLPMA.

These are important new provisions. They provide a new level of commitment on the Bureau's part to cooperation with state and local governments, but they place a burden on state and local governments as well. Who in state government will coordinate state cooperation with BLM? How will differences among communities or between community plans and state plans be resolved? By what criteria will consistency determinations be made?

Our policy, when there is disagreement within a state, is to be consistent with the highest authority in the dispute. We anticipate working closely with the National Association of Counties and the National Governors Association.

Rangelands Management

My highest personal priority since becoming BLM Director has been to strengthen the Bureau's rangelands program to bring the range resources of the public lands under effective and purposeful management for all potential uses, including wildlife, livestock, wild horses and burros, and soil and water conser-

vation. While I think it is generally agreed that the 170 million acres of rangeland that the Bureau manages are no longer declining in most cases, I think it is safe to say that — through the combined forces of overuse and inadequate public investment in management — the Nation's rangelands have stabilized far below their productive potential. In the EIS's recently completed, we calculate that the rangelands are currently producing at roughly half of their potential.

The Bureau and the Department strongly supported the Public Rangelands Improvement Act last year and we worked hard to shape a coalition of concerned interest from cattlemen to conservationists to raise the issue of rangeland management to a prominent position on the national agenda. The President, as you know, recognized the vital role these lands will play in the Nation's future in his Environmental Message this summer and provided a level of Presidential commitment to public investment in these lands heretofore unavailable.

I want to describe briefly some of the major elements of the program and a few of the issues we'll be addressing in the coming months.

"Managing the Public Rangelands"

We released for public review on November 14 the first comprehensive statement of BLM rangeland management policy in nearly 20 years. The report, "Managing the Public Rangelands," describes our overall management philosophy, our goals and objectives, the process by which management decisions will be made and how the various appropriations for rangeland management will be allocated. We have asked those individuals and organizations with a special interest in rangelands management to help us ensure during the next 90 days that the report reflects, to the maximum degree possible, the needs and objectives of all rangeland users.

Status of Grazing Environmental Impact Statements (EIS)

We are on schedule for completing the 144 EIS's we are required to complete by 1988 as a result of a lawsuit filed against the Department by the Natural Resources Defense Council. We have completed 22 EIS's covering 21 million acres of rangeland in 10 western states. An additional 16 EIS's will be completed in FY 80.

The grazing EIS's address the environmental impacts of alternative levels of livestock use, systems for managing livestock use to accomplish specific management objectives, and the supporting range development projects. Not surprisingly, these analyses have indicated the need to reduce livestock use in some areas. Of the initial 22 EIS's — and these are for some of the most critical grazing areas — reductions in grazing use have been recommended for less than half of the allotments (48%). In 37% of the allotments, no change in use was recommended.

And in 15% of the allotments, grazing increases were recommended. In those allotments where reductions are required, the average reduction from the previous year's actual use is 10%. With the EIS's completed in these areas, we

are moving ahead to implement grazing management systems and supporting range improvement projects.

Consultation Programs

At the same time, we are moving aggresively to improve the consultation process at every level — with individual operators and private land owners, with state land officials, with the range science community, and with the governors themselves:

- In New Mexico we have development a *memorandum of agreement* with the Governor, the State Land Board, state legislators, and the livestock operators which establishes the ground rules for consultation, cooperation and coordination in the preparation of allotment management plans. We will soon be applying this model to other states in pursuance of Section 8 of PRIA.
- We have signed a contract to fund a joint project with the Rangelands Subcommittee of the *National Governors Association* designed to analyze issues of mutual concern, exchange views with respect to the direction and emphasis of the program, identify ways for States to become more effectively involved in the EIS and overall rangeland management program, and seek means to promote better understanding of multiple use range management.
- We have signed a contract with the *National Academy of Sciences* to organize and conduct a two-year technical symposium series on scientific and methodological issues in range management, including vegetation allocation, inventory techniques and suitability criteria, socioeconomic considerations and impact mitigation, grazing systems, range improvements and livestock management in riparian areas.
- Pursuant to Section 12 of PRIA we are carrying out *Experimental Stewardship Programs* in Challis, Idaho, the East Pioneer area of Southwest Montana, and the Modoc/Washoe area of Northeastern California and Northwestern Nevada. Two other areas are being considered. Emphasis to date in these programs has been to smooth the development and implementation of allotment management plans. At the same time we are working to broaden application of the stewardship concept to encourage innovation and experimentation with new incentives and working arrangements among users and managers at the local level.

Mid-Course Review Workshops

With the release of the policy document and the completion of a number of key EIS's, we thought it would be useful to pause and take stock of where we are going — what is working and what is not. Consequently, the Bureau is sponsoring one or two workshops in January that I am calling "mid-course review" sessions. We are still debating the format, but our intention is to bring together Bureau and Departmental representatives, livestock industry representatives,

conservation and wildlife organizations, the range science community, and congressional staffs to thrash out disputes about the Bureau's rangeland decisionmaking process from initial inventory through decision implementation. While I doubt that we'll be able to reach full consensus, I think it's important that the principal parties of interest have an opportunity to shape the future course of the program and express their needs and objectives.

When substantial grazing reductions are necessary, how can the short-term negative social and economic effects of the operator be mitigated?

The Bureau's objective is to improve the productivity of the public rangelands for the benefit of all users, including livestock operators. However, long-term benefits (on the order of 20 years) are of no value to operators working on the margin who may be seriously affected under the weight of needed short-term livestock cuts. The controversy surrounding Senator McClure's proposal in Interior's FY 80 appropriation bill to limit or postpone reductions arises from the fear of this prospect. We are working on this issue on two fronts:

- We are carefully examining opportunities to phase in reductions gradually and intensively monitor the results to determine more precisely how the individual range ecosystem responds to reductions and investments. Similarly, we are exploring methods of analyzing different combinations of reductions and investments in range improvements and grazing systems to determine which combination may work best in given situations.
- We are refining our methodologies for determining likely socioeconomic impacts at the operator, community, and regional levels and analyzing both the availability and adequacy of existing agricultural assistance programs for compensating or ameliorating short-term financial hardships to individual operators.

How and by what criteria will range improvement investments be made?

We have programmed roughly $19 million for range improvement work in the FY 80 budget for both new construction and maintenance of existing improvements — fencing, water projects, cattleguards, land treatment. This includes a $4.3 million Congressional add-on for FY 80 which will be directed almost exclusively to increasing these improvements. In addition, the Secretary has promised to request full funding of PRIA in FY 81.

Currently, Bureau investments in improvements are based on the objectives outlined in each EIS, the appropriateness of investments in individual cases, and a cost/benefit analysis procedure developed jointly by BLM and OMB in 1976. We are currently working with OMB to refine our criteria to ensure that these investment dollars are channeled to improvements of greatest need and highest efficiency.

How will the results of the rangeland management program be monitored?

The history of federal range management — like the road to Hell — is paved with good intentions, that is, studies of and investments made in range productivity enhancement which were never adequately monitored. Consequently, a key element in our program, and in our budget strategy, is diligent follow-up evaluation of the effects of both changes in livestock use levels and range improvements installed on the condition of the vegetative resource. We cannot afford to either arbitrarily cut livestock use or make investments on the basis of hypothetical benefits. We will therefore monitor actual use, the resulting vegetation utilization, the influence of the weather, and changes in the trend of range conditions. If the Nation's rangelands are to be improved, then we will have to devote manpower and dollars to a sustained and comprehensive monitoring program.

Energy Programs

A vast portion of the Nation's known energy reserves — coal, oil and gas, oil shale, uranium, geothermal — lie within the boundaries of the public lands managed by BLM.

Coal

On June 4 of this year the Secretary announced the adoption of a new Federal Coal Management Program, culminating a two-year effort to develop a comprehensive, well planned, legally defensible leasing and management program grounded in close cooperation with state governments.

The first round of leasing under the new "long-term" program is scheduled for 1981 in the Green River-Hams Fork, Uinta-Southwestern Utah, and Alabama Subregion coal areas and 1982 for the Powder River region. In the first three areas we have completed land use planning, applied unsuitability criteria to eliminate conflict areas, considered other resource tradeoffs, and identified acceptable leasing areas — all through a process jointly developed with the States. The leasing process for these first four areas — and the others that follow — will be identical and include:

- a request for expressions of industry interests;
- delineation of tracts;
- analysis, EIS scoping, preliminary leasing targets, and public comment;
- tract ranking prior to EIS preparation;
- establishment of a final leasing target and tract selection;
- appropriate public participation and consultation in developing draft and final environmental impact statements, and
- the sale of coal leases, the first scheduled for January, 1981.

In the meantime, we have held 20 lease sales and issued 16 leases for nearly 76 million tons of coal under a "short-term" leasing program developed through a modification of the original court order resulting from the Hughes suit. In the next two years we expect to process roughly 35 new applications under a variety of special cases — hardship, emergency situations, areas outside identified coal regions, or east of the 100th meridian.

Offshore Oil and Gas

Since the Bureau of Land Management was given responsibility for managing mineral leasing and development on the Outer Continental Shelf in 1953, more than 16,000 wells have been drilled on over 3,500 leases. Nearly 5 billion barrels of oil and 39 trillion cubic feet of gas have been produced yielding more than $28 billion in bonuses and royalties to the Treasury.

Key areas of the Bureau's OCS program are the conduct of the leasing program, preparation of the five-year leasing schedule, the management of the Environmental Studies Program, and the new Intergovernmental Planning Program. I'll touch briefly on each.

Section 18 of the OCS Lands Act, as amended, requires the Secretary to submit to Congress a **five-year schedule** of leases which he determines best meets the Nation's energy needs. The new proposed five-year schedule includes 30 sales between March 1980 and February 1985 — six in the Atlantic, eleven in the Gulf of Mexico, four in the Pacific, and nine in Alaska.

The Environmental Studies Program, begun in 1974, is closely tied to the leasing schedule. Several years ago the Bureau asked the National Academy of Sciences to examine the studies program and recommend improvements. The Academy found — as have others, including the Congress — that the program was not providing the kind of scientific information required to inform the leasing/decisionmaking process. Throughout most of the last year the Bureau, aided by a task force of academic and state government representatives, worked to overhaul the studies program. Under the new program, Regional Studies Plans are developed annually by our OCS field offices. Working with Regional Technical Working Groups created under the OCS Advisory Board and composed of industry, conservation, state, and federal representatives, the field offices identify the environmental and socio-economic issues associated with the OCS program decisions and translate them into study needs. Each Regional Studies Plan is compiled into a National Plan and screened to rank studies in priority. Criteria include criticalness of information—i.e., necessary to respond to statutory or legislative requirements, immediacy of information need, breadth of applicability, degree of regional concern, and others. Additional oversight is provided by the Scientific Committee of the OCS Advisory Board. The result is a program of studies designed to track along with the leasing process, anticipate scientific issues, and provide guidance for leasing decisions.

Closely associated with both the Studies Program and the leasing schedule is the Intergovernmental Planning Program for OCS leasing, transportation, and

related facilities. The Bureau has established, as I mentioned before, Regional Technical Working Groups in each OCS region representing the States, the appropriate Federal agencies, and the private sector to work with us at each step in the leasing and development process: tract selection, the EIS, stipulation development, secretarial decision documents, studies needs, and in the development — if a marketable find is made — of a Regional Transportation Management Plan. The Intergovernmental Planning Program, just now underway will, I am confident, provide an extraordinary new level of participation in the OCS development process — one which is based on anticipation of problems and resolution through consensus and planning rather than confrontation.

Onshore Oil and Gas

The Bureau is also responsible for onshore oil and gas leasing on about 520 million acres of BLM land and private land where mineral rights have been retained by the Federal government.

Last year, 11,356 leases were issued for just under 13.0 million acres. Both competitive and noncompetitive leasing of oil and gas are allowed under the Mineral Leasing Act. Competitive leasing is done on lands designated as Known Geologic Structures (KGS) by the Geological Survey (GS). Only 71,422 of the nearly 13.0 million total acres leased in FY 1979 were leased competitively.

The balance of oil and gas leasing is done noncompetitively by the simultaneous oil and gas leasing system for lands that have previously been leased, or by the "over-the-counter" system for lands that have never been previously leased. About ninety-seven percent of all oil and gas leasing is outside of designated known geologic structures and is therefore noncompetitive.

Leasing and development onshore — as offshore — are closely coordinated between BLM and GS. Generally, BLM issues leases and integrates leasing with other land uses. GS designates lands that are within KGS's of a producing field and supervises the drilling and production phases, including collection of royalties. The Department has been trying to revise the onshore leasing process for a number of years, and I'll address that issue in a moment.

Synfuels Development

The Bureau expects to play a major role in the President's synfuels development program, principally because the public lands contain most of the Nation's synfuels resources base — oil shale, tar sands — particularly in Utah, Colorado, and Wyoming. Approximately 80 percent of the Nation's oil shale and nearly all of its tar sands are part of the Federal mineral estate.

The current oil shale prototype leasing and development program resulted in the competitive sale of four leases in 1974, two in Utah and two in Colorado. No leases have been offered since then, but a Secretarial decision on the issue of additional leasing is expected next year.

Over 80 percent of the Federal oil shale is in Colorado and our Colorado State Office has proposed a plan, drawing heavily on the Bureau's Planning System, which could permit an accelerated leasing schedule.

Development of the current Colorado leases is proceeding, but development on the Utah leases has been delayed by litigation over title to the oil shale.

Tar sand leases have expired without being developed, principally due to economics. However, future tar sands leasing may be hampered by the potential legal conflict between holders of existing oil and gas leases and possible overlapping tar sands leases. The Department is currently reviewing these problems in light of Presidential energy initiatives.

Energy Facility Siting and Major Energy Rights-of-Way

The Bureau is involved in environmental assessment and rights-of-way application processing for virtually every major active energy facility siting project in the West. We are giving — and will continue to give — these projects very high priority. We promptly processed the SOHIO proposal, met the Presidential deadline on the Northern Tier pipeline, and are nearing resolution on the Intermountain Power Project. In addition:

- we are working on ten major pipeline projects, from the 195-mile Colony Oil Shale Pipeline to the 4,000-mile Alaska Natural Gas Pipeline;
- we are working on eight major power plant siting proposals, from a 500 megawatt project in Nevada to the 3,000 megawatt Intermountain Power Project in Utah; and
- we are reviewing 15 major transmission line proposals, from a 40-mile line from Ojo to Taos, New Mexico to an 850-mile line through Utah, Nevada and California.

We have taken a number of steps recently to clarify, simplify, or speed the review process for such projects. On October 9 of this year we published proposed regulations establishing the procedures for issuing grants and permits for rights-of-way across the federal lands pursuant to Title V of FLPMA. On the same day we published final rules to establish procedures for the management of oil and gas pipelines and related facilities pursuant to Section 28 of the Mineral Leasing Act, as amended, regulations which will be particularly helpful in processing the west-to-east Crude Oil Transportation System when a successful applicant is selected.

Finally, to provide a visible-high-level focal point for major energy project proposals in the Bureau, I have created an Office of Special Projects in Washington with a special environmental assessment team in Denver. The director of this Office, who will report directly to me, will serve not simply as the representative of the Department in siting negotiations, but as a facilitator for all the parties at interest in the project. The Office is established, staffed, and running.

If there are over 500 coal leases already on the books and an apparent excess of coal in the market place, why push for new coal leasing?

Most previous Federal coal leases appear to have been acquired largely for speculative purposes. Mining plan applications have been submitted for only a little less than half of the existing leases and, of course, even fewer have been developed. In the meantime, a lot of things have changed: stringent mining and environmental regulations have been passed, states have significant new development impact concerns, and decisions on suitability of various lands for development have been made. Among other things, this means some of these leases are virtually undevelopable. Resuming leasing will provide better assurance of being able to meet national energy objectives, will promote a desirable pattern of coal development, and will stimulate additional competition in the coal industry. While industry representatives have criticized the program because of its complexity, they seem to agree that it meets the legislative and judical requirements and, therefore, are working closely with us to help assure its successful implementation.

Given the tight leasing schedule, can the Bureau ensure adequate state and local government response?

Although the program provides for substantial public participation and particularly for involvement by state and local governments, the extremely tight schedule for getting the first round of lease sales underway is placing heavy demands on everyone.

What are the implications of the new 5-year Outer Continental Shelf leasing schedule?

The proposed schedule is designed to reflect the desires of the President and the Congress to accelerate leasing to increase domestic energy supplies. The major issue is the proper pace of leasing in Alaskan frontier areas. While several oil companies would like to see faster leasing than has been proposed, the State of Alaska, environmental groups and others would like to see some of the Alaska sales delayed or indefinitely postponed. At issue are: (1) sensitive biological resources and high biological productivity, especially in the southern Bering Sea, and the adequacy of information on these resources to make sale decisions; (2) the status of local coastal zone planning, especially in areas where little infrastructure or planning capability currently exists; (3) effects of OCS development upon Alaska Natives, including subsistence resources, and (4) ability of technology to operate in harsh environments in Alaska, particularly in Arctic ice conditions.

Two related concerns — because at least some portion of resources produced in Alaska will be transported to the west coast — are the extent to which current refining capacity in California can handle offshore California and Alaskan crude

oil, and the effects of this crude influx and of drilling operations off California on regional air quality. The size of California sale areas and the vulnerability of coastal resources to nearshore OCS development are also of concern in California sales.

The crux of all the issues surrounding the schedule development is the required balancing of environmental risks and developmental benefits. The Secretary is committed to conducting the OCS leasing and development program in a manner which is sensitive to and protects against forseeable environmental risks while still increasing domestic energy supplies and the final environmental statement on the schedule will analyze several additional alternatives not covered in the draft statement. We are confident that we can achieve augmented OCS production and at the same time ensure adequate protection against the hazards of development.

How does the Department plan to modify the onshore oil and gas leasing program?

Although both competitive and noncompetitive leasing systems will continue to operate, the Secretary announced on June 4 that he would ask Congress to expand competition in the onshore leasing program to reduce speculation and obtain a fair return to the public and ensure diligent, orderly and environmentally sound development. On August 7, 1979, the Secretary sent to the Congress the Administration's bill to expand competitive oil and gas leasing. Senator Jackson introduced it as S. 1637. And on September 28, 1979, the Federal Register published 43 CFR 3100, Oil and Gas Leasing as proposed rules, which began the process of revising the simultaneous oil and gas leasing system. The regulatory and administrative oil and gas leasing system. The regulatory and administrative changes proposed for the noncompetitive leasing system are to (1) limit the influence and abuses of filing services by requiring individuals to take a more active role in their own behalf; (2) tighten diligent development requirements and increase rents; and (3) require BLM field offices to tighten up their management practices in the simultaneous oil and gas leasing system.

What are the implications of the Fort Chaffee case and the moratorium?

On November 1, 1979, the Secretary directed BLM to impose a moratorium on the leasing of all acquired military and naval lands under the revised leasing regulations and cancelled 20 leases in Fort Chaffee, Arkansas, issued under the revised regulations but in violation of 43 CFR 2091.(e). He also directed the Bureau to cancel on the same grounds any other oil and gas lease issued on acquired military and naval lands in violation of this regulation, and to reject all pending oil and gas lease applications filed prior to the effective date of the revised regulations, September 21, 1978. He further directed the Bureau not to issue any additional oil and gas leases on acquired military and naval lands until a study could be made to determine:

- whether leasing of these lands should await the enactment of S. 1637, which would reform the oil and gas leasing system, or comparable legislation;
- whether the simultaneous filing system should be applied to these lands;
- whether applications filed first in time after the regulatory change should be given priority in leasing the lands.

This moratorium will allow the Congress and the Department to study these issues, and to determine the potential value of the lands that would be subject to such leasing.

Do we have the technology to produce shale oil and, if so, when will oil from the 1974 leases be produced?

The prototype leasing program was designed to encourage systematic development of shale technology, and we, DOE, and several of the corporations involved in the program believe environmentally feasible techniques currently exist. We expect production in less than five years. Current projects — existing and planned — may well be sufficient to meet the President's goal of 400,000 barrels of shale oil a day by 1990.

Lands and Realty Management

While FLPMA established that, as a general rule, the Public Lands would be retained by the Federal government and managed by BLM under the principle of multiple use, the Bureau is still making lands available to individuals and communities when there is a demonstrated need or public purpose to be served and where the disposal action proposed is generally consistent with the Bureau's plan for the area. There are three areas of special interest in the lands program I'd like to emphasize today: sales, exchanges, and withdrawal review.

Land Sales

A long time in the making, the Bureau published proposed new regulations for sales of public land on October 26, 1979. The new rules should be finalized by June, 1980 and will substantially clarify the Bureau's land sales programs. In the meantime, we have held a number of sales on a case-by-case basis whenever the need has arisen. For example:

- We have held three sales in the Las Vegas area during the last year to facilitate community expansion. Approximately 490 acres were sold for over $11.5 million and a remaining 250 acres in small parcels are being offered on a monthly basis.
- Titles were cleared on a narrow strip of land in a residential section of Lead, South Dakota.
- Similar sales have been authorized to permit the growth of Rock Springs, Wyoming, and Tonopah, Nevada.

Land Exchanges

Proposed rules implementing the exchange provisions of FLPMA will be published in December and final regulations should be in place by next Fall. The new provisions in FLPMA which permit either party in an exchange to pay cash to equalize the value of lands involved (up to 25 percent) will make the process simpler. In addition, we executed a general Memorandum of Understanding outlining procedures and responsibilities in exchange programs with the Western States Land Commissioners in July of this year.

An initial withdrawal inventory report indicates that roughly 67 million acres in 11 western states will be reviewed under section 204 (1) of FLPMA. Because of the special interest in the potentially petroleum-rich Overthrust Belt areas of Idaho, Wyoming, Montana, and Utah, we expect to complete withdrawal review in these areas **this** fiscal year. Under the current schedule the review of all withdrawals will be completed in 10 years, but I have asked our staff to document the manpower and funding required to substantially accelerate that schedule.

What is the Bureau doing to facilitate urban expansion in the West?

There is a widely held belief that BLM has a strangle-hold on growing western communities that frustrates their expansion plans. This is largely a misconception. We receive relatively few requests from local governments for sales to promote urban growth. Those requesting land sales are usually willing to meet FLPMA's fair-market value requirement. At times others are simply interested in acquiring cheap land.

The best example of how BLM can help communities grow is Las Vegas. In the last few years, we have been working closely with the city and Clark County to schedule sales which meet both the scope and the pace of their development plans. When they need the land, our respective planners get together and scope out a series of sales. It's a model which we are ready to apply to any other growing western community.

What is the Bureau's role in the MX missile project?

The President has decided that the MX missile project should proceed and our job is to help make it work. We see ourselves as advocates for the land and those who have an interest or stake in how these lands are used. Consequently, we have been meeting regularly with Air Force representatives and the Council on Environmental Quality since October to outline the analytic requirements of FLPMA and NEPA and to help them scope the EIS for the project. BLM will be an official "cooperator" in the EIS scoping and preparation process. A draft EIS is scheduled for June 1980. The area proposed for the project is enormous and we want to be absolutely sure that the needs and interests of existing users are fully understood and that the potential impacts are professionally and completely assessed before siting decisions are made.

What is the Bureau's position on nuclear waste disposal on the public lands in general and at the WIPP site in particular?

The Secretary and I concur with the recommendation of the President's Interagency Review Group on nuclear waste disposal that the Federal government pursue a comprehensive examination and characterization of alternative sites **and** alternative disposal media before making final decisions about the disposal of either existing Defense nuclear wastes or existing and future commercial nuclear waste. Moreover, we concur that the process of making such decisions should have the full participation of the States. A deliberate and stepwise approach to this issue is mandatory if the program is to have any credibility or support. With respect to the Waste Isolation Pilot Project (WIPP), we understand that the President has decided to continue research and development work at the Carlsbad site but not to construct either an interim or a permanent storage facility at this time, and we also concur. We will continue as we have in the past, to work closely with the New Mexico officials on any future decisions on WIPP.

Why are there such extraordinary delays in routine land decisions — for rights of-way, and so forth?

In many cases the answer is, "because they are routine." Our manpower capabilities are limited and consequently we have placed higher priority on land actions required for major energy projects, community expansion proposals, and state requests. That means a lower priority for individual routine requests for, for example, right-of-way approvals, etc.

You will recall that the Desert Land Entry and Carey Acts were two laws not amended by FLPMA. We are getting closer to agreement with the states on the relationships of water availability and public land disposal when such agricultural development does not impinge upon other important uses. We are prepared to make lands available for agricultural development where the state agrees on the availability of water.

Forest Lands Management

The Bureau is updating land use and timber management plans for approximately 4 million acres of commercial forest lands. This process includes the preparation of environmental impact statements for our major forested areas in western Oregon, northern California, and northern Idaho. The new plan for the Josephine Unit in southwestern Oregon was adopted last September and is the first of 16 new plans to be developed in these States between now and 1982.

On June 12, 1979, the President directed the Bureau and the Forest Service to use maximum speed in updating land management plans to increase timber harvests through departure from the nondeclining evenflow policy. The new policy permits the accelerated harvest of overmature timber, where en-

vironmentally and economically feasible. However, timber increases due to departures will not always balance out other management reductions, the Josephine unit being a case in point.

What are the implications of the new timber policy on timber production?

We won't know for certain the full effect of the new policy until the plans and EIS's are completed in 1982, but we estimate that the current annual harvest level of 1.2 billion board feet can be increased as much as 10 or 15 percent, improving local economic conditions significantly in some areas and yet protecting against unwanted effects on other forest resources and uses.

An appeal has been filed questioning the legality of departing from the policy of non-declining even-flow and the Oregon State Director has suspended the timber sale program in the Josephine Unit and has requested that the Interior Board of Land Appeals issue a full force and effect order implementing the plan. We expect the Board to act shortly.

What is the Bureau's policy on the use of herbicides in forest management?

Following the release of an EIS on the use of herbicides in western Oregon last March, the Bureau discontinued the use of Silvex or 2, 4, 5-TP. The Bureau stopped using 2, 4, 5-T in the early 1970's. I have issued instructions to use alternatives to herbicides to the maximum degree feasible, and to use approved herbicides (such as 2, 4-D) only under stringent controls to minimize risks. Use of alternatives to herbicides will cost more and complete discontinuation of their use will undoubtedly reduce timber production with corresponding decreases in timber harvest levels.

Wildlife Management

The funds authorized for wildlife management on the Public Lands — through Sikes Act extension. Public Rangeland Improvement Act (PRIA) and the Bureau's four-year authorization request — have substantially increased our ability to efficiently and effectively manage wildlife in the context of the overall rangeland management program. Prior to FLPMA, the authority for these responsibilities was cloudy, but today our wildlife habitat management program is a co-equal with other renewable resources and growing rapidly in importance. We have focused particular attention on the development of cooperative arrangements with each State Fish and Wildlife Department which lay out joint programs for improving wildlife populations and habitat. To strengthen these relationships we are:

- maximizing State input into our land-use planning efforts by placing greater reliance on State species inventories and increasing consultation at key milestones in the planning process;

- seeking greater State input into the formulation of priorities and objectives for Sikes Act cooperative habitat management plans (we have 160 of these plans currently in operation);
- displaying greater Bureau commitment for funding on-the-ground habitat improvement and management under the Sikes Act, FLPMA, and the Public Rangelands Improvement Act.

Complying with the Endangered Species Act while carrying out mutliple use mandates presents a special challenge to our District managers. However, when our inventory of the habitat of all federally recognized threatened and endangered species found on public lands is completed in January 1981, we will be able to reduce the time now required to process applications and leases and expedite the development of alternative and special stipulations in managing these important resources.

Recreation and Wilderness Programs

Recreational use of the public lands has increased from four million visitor days in 1964 to 58 million in 1978. Visitors vary from the solitary hiker to 3,000 motorcycle competitors and spectators involved in a cross-country race. Recreational demand has increased throughout the West but is most intense in the California Desert, the Little Sahara Dunes in Utah, and the Lower Colorado River in Arizona and California.

The most significant element of the Bureau's recreation program is, of course, the wilderness review, developed pursuant to Section 603 of FLPMA. Despite the controversy surrounding it, the review is proceeding smoothly. As of October, the first major milestone, an initial inventory of 174 million public land acres in the lower 48 states was completed, and over 117 million acres were dropped from further review. The remaining acreage will undergo intensive inventory in the next year and wilderness study areas will be identified by October 1980. Our accelerated review of the roughly 11.5 million acre Overthrust Belt released nearly 8 million acres initially and has proposed releasing an additional 2 million, leaving less than 1 million in wilderness study.

FLPMA requires us to submit recommendations on the wilderness suitability of 55 formerly designated primitive and natural areas by July 1 of 1980. We currently anticipate that 30 of these reports will include final recommendations and that recommendations will be deferred on the balance of the areas for several months until review of those areas has been completed.

The interim management policy will be released on December 11. The document will provide a guide for uses of inventory and study areas to maintain their suitability for possible wilderness designation while permitting mining, grazing, and mineral leasing to continue in the same manner and degree prior to October 26, 1976. Post-FLPMA uses will be carried out by public land users in accordance with the interim management policy.

The Bureau's recreation program is also responsible for the management of the largest remaining cultural, archeological, and historical resource base in the Nation. Our primary responsibility is to protect and provide for the proper scientific and socio-cultural use of these resources and to ensure that competing uses are managed in such a way that they are unaffected.

While we are currently working with spotty inventory data generated in the past on a project-by-project basis, our new cultural resource inventory and evaluation program is beginning to give us a better fix on the extent and condition of these resources. Naturally, as knowledge of the value of these resources increases, the problem of theft and vandalism will increase as well. The new Archeological Resources Protection Act, coupled with FLPMA, provides direction for protecting these resources. Actual on-the-ground management and enforcement actions, of course, are closely tied to our allocation of manpower.

As conflicts between recreation and other uses — and **among** recreational uses — arise, we are beginning to look for more effective and innovative conflict resolution techniques. We are currently working with the American Arbitration Association, for example, to bring the proponents and opponents of a proposed motorcycle race in the California desert together to reach agreement on the criteria by which decisions on such events can be made. Preliminary results are encouraging, and we intend to explore this technique further.

We are also working to make better use of Land and Water Conservation Fund appropriations, in coordination with the Heritage Conservation and Recreation Service, to identify needs and opportunities to provide better recreation services to the public.

How can urgent resource conflicts in wilderness study areas be resolved?

Perhaps the most complex wilderness issue may be the problem of minimizing the period of uncertainty in wilderness study areas subject to important resource conflicts. We intend to schedule studies to achieve early decisions on areas where major resource development conflicts are evident. However, in some cases it may be difficult to compress the period of review without compromising the integrity and quality of the decisionmaking process, including the need for thorough public review of proposed decisions on specific areas.

We are now examining ongoing and proposed planning schedules throughout the Bureau, as well as those areas needing priority attention. Upon completion of the intensive wilderness inventory, we will develop a bureauwide wilderness study schedule.

Ideally, the timing of wilderness studies will allow the Bureau to establish a process to resolve existing conflicts expediently while integrating wilderness study considerations into the comprehensive, bureauwide planning schedule.

How is the Bureau implementing the Executive Orders on recreation vehicle management?

The Bureau is committed to designation of all public lands as either "open," "closed," or "limited" with regard to off-road vehicles as mandated by Executive Orders 11644 and 11989. Designations, where possible, are being made within the Bureau's land-use planning system with full public involvement. A comprehensive public education program is being designed to explain these designations to the public through signs, maps, brochures and other mass media techniques. Safe and prudent recreation vehicle use is being promoted through public service announcements on radio and television, brochures, and personal contacts in the field. A major goal of this effort is the development of a more responsible "land ethic" in vehicle users. As I said earlier, the problem is one of the most intractible and difficult to enforce in the Bureau, but we are committed to using every available technique to reach resolution.

Minerals Management

Two issues dominate the non-energy minerals management programs of the Bureau: the mining claim recordation requirement of Section 314 of FLPMA and FLPMA's surface management requirements. I will touch briefly on each.

As you know, the deadline for recording mining claims located prior to enactment of FLPMA was October 22 of this year. Our final tally is about 1.1 million claims recorded through the 22nd, with roughly 240,000 — about a quarter of the total — filed in the last two weeks. When it became clear that there would be a filing rush we extended our hours until 9 p.m. on Friday the 19th, stayed open Saturday the 20th from 9 a.m. until 1 p.m. and stayed open until 10:00 p.m. Monday the 22nd. Our offices advertised the deadline heavily throughout the West and we feel confident that every effort was made during the three years since passage of FLPMA to ensure that the recordation deadline was widely understood.

Section 302(h) of FLPMA requires the Department to take actions necessary to prevent unnecessary and undue degradation of the public lands from mining activity, a requirement reiterated in section 603 with respect to wilderness study area.

The Bureau is publishing regulations to govern surface management in wilderness study areas (43 CFR 3802). More comprehensive proposed surface management regulations governing mining activity on the public lands (43 CFR 3809) will be published about the first of the year. These regulations provide a procedure for miners to notify the Bureau of activity on mining claims and also establish the standards for approval of the conduct of mining activities, including reclamation.

Don't the new policies preclude mining in wilderness study areas?

No. Wherever mining activities — either exploration or production — were being done as of October 21, 1976, they may continue in the same manner and degree, even if this would impair the area's wilderness potential. Such 'grandfathered' uses often are located just outside the boundary of a wilderness study area; the boundary will not be an obstacle to the continuation or geographic extension of such operations.

New mining activities will be permitted in wilderness study areas so long as they do not cause impacts that would impair the areas' suitability for preservation as wilderness. This concept will accommodate much exploration by methods causing little surface disturbance. Core drilling should be possible in many locations. Our objective is to allow as much mining activity as possible without impairing wilderness suitability.

How will the Bureau handle mining claims filed after the deadline, or for that matter those that were filed in time but proved to be incomplete?

Roughly, 1,400 claims have been received since the deadline expired, and an as yet unknown number of those filed before the deadline expired were incomplete. We are required to treat both types of claims as unacceptable. However, we are notifying the owners of these claims that, if the lands remain open to operation under the Mining Law, they can locate new claims and simply file them within 90 days, under the terms of Section 314 of FLPMA. We are processing these invalid claims on a priority basis to give the filers opportunity to relocate and re-file quickly.

There is another refinement of the filing deadline problem. There are likely to be people who filed in good faith **before** the deadline, whose filings were incomplete and to whom we responded with instructions for completing the filing. If they failed to meet filing requirements before the expiration date, their claims are still technically invalid under the law. While we are required to consider claims that fit this situation as technically invalid, we are paring down the requirements to the bare legal minimum. That is, if the claimant has (1) filed a claim notice or reasonable evidence of such, (2) a notice of the current year's assessment, and (3) paid the $5.00 filing fee, then the applicant will be given additional time to complete the balance of the requirements. If these minimum requirements have not been met, we have no choice but to reject the filing and the claim will be considered abandoned.

The Wild Horse and Burro Program

Certainly one of the most emotion-laden programs the Bureau administers is the Wild Horse and Burro Program. Our last estimate, in 1978, was that there were approximately 54,000 wild horses and 9,000 wild burros roaming on the Public Lands. We estimate that perhaps 60 percent of this population is in Nevada alone. And yet, in most of the state, roundups are held up by a court injunction. At the same time, the State of Nevada is suing us to force extensive gathering of excess animals. Other litigations filed this year in Nevada and Wyoming seek mandatory removal of wild horses from private lands.

Nevertheless, we continue to develop wild horse and burro management plans, as part of our land use planning process. These plans, depending on the suitability of the area, historical uses, public recommendations, and other values in the area, establish proper populations for the area.

In the meantime, we have also taken steps to strengthen the principal mechanism for disposing of excess animals, the Adopt-A-Horse program. We have established new distribution centers in Tennessee and Texas to bring adoptable animals closer to adopters; improved all of our holding facilities; investigated adoptions of 10 animals or more to ensure humane treatment, and compliance with the law; and accelerated criminal investigations where violations have been discovered.

In addition, we will shortly issue new regulations to implement Section 14 of the Public Rangelands Improvement Act of 1978, establishing criminal penalities for inhumane treatment, commercial exploitation, and other potential abuses of animals following adoption. We also have initiated a study by the National Academy of Sciences, also required by PRIA, to examine wild horse and burro population dynamics, among other things, although fiscal year 1980 funding for the mandated study currently is in doubt.

Frankly, as long as the conflicts underlying this program are as fundamental as whether there are or are not excess wild horses on some of our rangelands, we can expect it to continue to be a high visibility, controversial program. It is the Bureau's policy and my firm purpose as Director to protect, manage, and control these animals in ways that are fully responsive to the letter and spirit of the 1971 Wild Free-Roaming Horse and Burro Act, FLPMA, and PRIA.

Four-Year Authorization Report

I want to conclude my remarks today with a few words on the Bureau's four-year authorization report, due to Congress May 15 of next year.

While the Bureau has for years provided opportunities for public participation in individual projects, plans, and EIS's there has never been a way for the public — from concerned individuals at the local level to Governors and national public interest groups — to articulate their needs and objectives for public land management in any broad, comprehensive way.

To provide a vehicle for that kind of high-level national debate we have combined the four-year authorization report requirement and the President's request that we formulate a long-range analytical "program development process" and established a grass-roots consultation process on public land management priorities for the next decade.

The report you receive in May will represent the results of this public debate. It will include expressions of program need, priorities, and goals gathered from a five-month consultation with state, county and local officials and interest groups at both the local and national levels. It will develop and analyze alternative program and fundings levels and describe the degree to which each alternative addresses perceived needs and provide a clear picture of "efficient and effective" program support levels. It will describe these programs in management as well as the more traditional budgetary terms. And it will look beyond the required 1982-1985 time frame as far into the future as necessary to cover what we feel, on the basis of these consultations, are the key long-term goals and objectives for public land management in the 1980's. It will be very different from our last submission and, I trust, offer a unique opportunity for the Congress to scrutinize where we are and where we need to go in the coming years.

BLM Library
Denver Federal Center
Bldg. 50, OC-521
P.O. Box 25047
Denver, CO 80225

U.S. Department of the Interior

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225